

Message Text

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PAGE 01 BONN 00849 01 OF 02 161917Z

47

ACTION EUR-12

INFO OCT-01 ISO-00 IO-11 CIAE-00 DODE-00 PM-04 H-02 INR-07

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TO SECSTATE WASHDC 5736

INFO USMISSION USBERLIN

AMEMBASSY BERLIN

AMEMBASSY PARIS

AMEMBASSY LONDON

AMEMBASSY MOSCOW

USMISSION NATO BRUSSELS

USMISSION EC BRUSSELS

C O N F I D E N T I A L SECTION 01 OF 02 BONN 00849

E.O. 11652: GDS

TAGS: PFOR, PGOV, GW, WB

SUBJECT: INVITATIONS FOR WESTERN PARTICIPANTS IN
MEETINGS AND CONFERENCES IN BERLIN

REFS: (A) BONN 15546; (B) USBERLIN 1910; (C) BONN 15103;
(D) USBERLIN 1814;(E) STATE 199863; (F) BONN 12528; ALL
1975

SUMMARY: FRG HAS TABLED JOINT INVITATION TEXT IN BONN
GROUP IN EFFORT TO MEET ALLIED CONCERNS EXPRESSED LAST
SUMMER (REFTEL F) CONCERNING JOINT INVITATIONS FOR
WESTERN PARTICIPANTS TO BERLIN MEETINGS AND CONFERENCES.
CITING BUNDESTAG SENSITIVITY ON THIS ISSUE, LUECKING
SAID THAT THE TEXT HAD BEEN CAREFULLY DRAFTED TO MEET
ALLIED VIEWS AND ALSO FRG PROBLEMS WITH BUNDESTAG.
INITIAL ALLIED REACTION WAS THAT THE FORMULATION WAS LESS
THAN PERFECT. IN FOLLOW-UP TRIPARTITE DISCUSSIONS ALL
REPS AGREED THAT FRG TEXT WAS NOT ENTIRELY SATISFACTORY,
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PAGE 02 BONN 00849 01 OF 02 161917Z

AND, IN ANY CASE, ONLY DEALT WITH THE ISSUE INsofar AS

THE BUNDESTAG WAS INVOLVED. REPS AGREED TO REPORT TEXT TO CAPITALS TOGETHER WITH POSSIBLE MODIFIC, AND TO ASK FRG REPS WHAT THEY HAD IN MIND FOR JOINT INVITATIONS FROM OTHER FRG ORGANS. END SUMMARY.

1. RECALLING EARLIER QUADRIpartite DISCUSSIONS ON SUBJECT OF QA REQUIREMENTS REGARDING INVITATIONS TO EVENTS IN BERLIN (REFTELS A AND C), FRG REP (LUECKING) AT JAN. 13 BONN GROUP MEETING INFORMED ALLIES THAT THE FRG AGREES TO FOLLOW PROVISIONS OF QA ANNEX IV 2 D FOR INVITATIONS TO NON-BLOC AS WELL AS TO SOVIETS AND THEIR ALLIES.

2. LUECKING SAID IN RESEARCHING QUESTION HE HAD DISCOVERED THAT FRG HAD FOLLOWED PRACTICE OF "TWO INVITATIONS" (FRG AND SENAT) SINCE 1962. CASE OF LAST SUMMER WHICH HAD LED TO BONN GROUP DISCUSSION (REFTEL F) HAD IN FACT BEEN AN EXCEPTION TO NORMAL FRG/SENAT PRACTICE.

3. RESPONDING TO A QUESTION, LUECKING SAID HE DID NOT KNOW PRECISE FORMULATIONS USED EARLIER. BECAUSE OF VERY DIFFICULT QUESTION RE PRESTIGE OF, E.G., BUNDESTAG PRESIDENT, FRG HAS WORKED OUT FORMAL PROPOSAL. INVITATION WOULD BE FROM BUNDESTAG PRESIDENT.

BEGIN TEXT: I HEREWITH INVITE YOU TO (EVENT) ON (DATE) IN BERLIN (WEST). THE PRESIDENT OF THE HOUSE OF REPRESENTATIVES AND THE GOVERNING MAYOR OF BERLIN HAVE INFORMED ME THAT THEY WOULD BE PLEASED TO GREET YOU IN BERLIN AS THEIR GUEST. END TEXT.

4. . US REP SAID FORMULATION WAS LESS THAN PERFECT, FOR IT WAS LESS THAN A JOINT INVITATION. HE WOULD REPORT.

5. LUECKING REQUESTED THAT ALLIES INCLUDE IN THEIR REPORTS THE DIFFICULTIES WHICH FEDERAL GOVERNMENT IS HAVING WITH BUNDESTAG ON THE ISSUE, WHERE MATTER IS SEEN LARGELY AS QUESTION OF PRESTIGE. LUECKING SAID TEXT IS ELEGANT FORMULATION WHICH RESPECTS THE POSITIONS
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PAGE 03 BONN 00849 01 OF 02 161917Z

OF THE PEOPLE INVOLVED. HE ALSO HOPED ALLIES WOULD REPORT FEDERAL GOVERNMENT DIFFICULTIES IN EXPLAINING "CHANGING ESTABLISHED PROCEDURES" TO THE BUNDESTAG AND THOUGHT THE ALLIES COULD TAKE INTO ACCOUNT THE SITUATION IN EFFECT AT TIME QA WAS SIGNED.

6. AT FOLLOW-UP TRIPARTITE MEETING JANUARY 15, ALL REPS AGREED THAT THE FRG FORMULATION IN PARA 3 ABOVE WAS NOT,

AS FRENCH REP BOISSIEU PUT IT, "A TREMENDOUSLY
GOOD FORMULA." BOISSIEU WENT ON TO COMPLAIN THAT THE
FONOFF USUALLY BLAMES PARLIAMENTARY PRESSURES WHEN
IT WISHES TO RESPOND TO THE ALLIES IN LESS THAN A
COMPLETELY FORTHRIGHT FASHION. NEVERTHELESS, HE
HESITATED TO PRESS THE GERMANS FURTHER ON THE MATTER OF

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PAGE 01 BONN 00849 02 OF 02 161922Z

47

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C O N F I D E N T I A L SECTION 02 OF 02 BONN 00849

PARLIAMENTARY INVITATIONS, FOR IT WOULD BE DIFFICULT TO
ESTABLISH WHETHER FRG RESISTANCE TO JOINT INVITATIONS
FOR WESTERN COUNTRIES ORIGINATED IN PARLIAMENT OR THE
FONOFF ITSELF. IF IT WERE ESTABLISHED THAT THE FONOFF
WAS THE SOURCE, HE WOULD FAVOR ASKING THE FRG FOR A
MORE SUITABLE FORMULATION.

7. HITCH ADDED THAT, IN ANY EVENT, THE TEXT IS PARA 3
ONLY COVERED INSTANCES IN WHICH THE BUNDESTAG WAS

INVOLVED. WHAT OF CASES IN WHICH OTHER FRG ORGANS WISHED TO HOLD EVENTS IN BERLIN? BOISSIEU SAID THAT HITCH'S POINT WAS WELL TAKEN. THE SENSITIVITY OF THE JOINT INVITATION ISSUE IN THE FRG DECLINES AS ONE GETS AWAY FROM THE BUNDESTAG. BOISSIEU SAID HE COULD ACCEPT THE FORMULA IN PARA 3 ABOVE FOR BUNDESTAG INVITATIONS, BUT THE ALLIES SHOULD ASK FRG BONN GROUP REPS FOR "THE OTHER HALF," I.E., THE TEXT FOR USE BY OTHER BONN

CONFIDENTIAL

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PAGE 02 BONN 00849 02 OF 02 161922Z

GOVERNMENT ORGANS. ALLIES SHOULD MAKE THE POINT THAT THEY EXPECT "REAL" JOINT INVITATIONS FROM THESE ORGANS. HITCH INDICATED HE WOULD RECOMMEND THIS COURSE TO THE FCO.

8. US REP SAID IT WAS WORTH TRYING TO GET THE FRG TO MODIFY THE BUNDESTAG FORMULATION WHICH THE FRG HAD TABLED. HE SUGGESTED THE FOLLOWING REFORMULATION OF THE SECOND SENTENCE OF THE FRG TEXT:

"THE PRESIDENT OF THE HOUSE OF REPRESENTATIVES AND THE GOVERNING MAYOR OF BERLIN JOIN IN THIS INVITATION AND HAVE INFORMED ME THAT THEY WOULD BE PLEASED TO GREET YOU IN BERLIN AS THEIR GUEST."

HITCH AGREED THAT AN EFFORT SHOULD BE MADE TO IMPROVE THE FRG TEXT AND MADE AN ALTERNATIVE SUGGESTION:

"THE PRESIDENT OF THE HOUSE OF REPRESENTATIVES AND THE GOVERNING MAYOR OF BERLIN HAVE INFORMED US THAT THEY ASSOCIATE THEMSELVES WITH THIS INVITATION AND WOULD BE PLEASED TO GREET YOU IN BERLIN AS THEIR GUEST."

ALL REPS AGREED TO REPORT TO CAPITALS.

9. COMMENT: IT IS CLEAR THAT NEITHER THE BRITISH NOR THE FRENCH (PARTICULARLY THE FRENCH) ARE INCLINED TO TAKE ON THE FRG ON THE BUNDESTAG ASPECT OF THE INVITATION ISSUE. WE ARE, THEREFORE, NOT OPTIMISTIC THAT THEY WILL RECEIVE INSTRUCTIONS TO PURSUE IT WITH THE FRG. EVEN THOUGH THE BUNDESTAG INVITATIONS IN QUESTION WOULD BE MADE ONLY TO WESTERN PARTICIPANTS, WE ARE LESS INCLINED THAN THE BRITISH OR FRENCH TO ACCEPT THE FRG PROPOSAL AS IT STANDS. THE FRG ARGUMENTATION IS PARAS 1-3 BOILS DOWN TO FRG RELUCTANCE TO IMPLEMENT PROCEDURES WHICH THEY EXPLICITLY ENDORSED DURING THE QA NEGOTIATIONS AND WHICH ARE CLEARLY PART AND PARCEL OF THE AGREEMENT. WE ARE DUBIOUS ABOUT BECOMING A PARTY TO A PRACTICE WHICH - EVEN BY A CHARITABLE INTERPRETATION - DOES NOT ADHERE STRICTLY TO THE PROVISIONS OF ANNEX IV, 2 (D). THUS, ALTHOUGH WE QUESTION UK AND FRENCH FIRMNESS ON THIS POINT, WE REQUEST INSTRUCTIONS TO SEEK MODIFICATIONS IN THE FRG TEXT

ALONG THE LINES SUGGESTED IN PARA 8 ABOVE. IT SEEMS TO
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PAGE 03 BONN 00849 02 OF 02 161922Z

US THAT SOME MODIFICATION OF THE FRG TEXT IS
ESSENTIAL IF WE ARE TO BE ABLE TO DEFEND FRG PRACTICE TO
THE SOVIETS. IF DEPARTMENT AGREES, WE SHALL MAKE EVERY
EFFORT TO OBTAIN TRIPARTITE AGREEMENT ON THIS POINT
BEFORE APPROACHING FRG IN BONN GROUP. END COMMENT.

10. AT NEXT BONN GROUP MEETING WE SHALL JOIN THE
BRITISH AND FRENCH IN ASKING FOR THE "OTHER HALF" OF THE
FRG PROPOSAL (PARA 7 ABOVE).

11. ACTION REQUESTED: DEPARTMENT'S INSTRUCTIONS ALONG
THE LINES SUGGESTED IN PARA 9.
HILLENBRAND

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